

Department of People Services Strategic Plan 2017-20

1. Introduction

Bolton’s new Community Strategy, Bolton Vision 2030, was launched in late 2016 and recognised that in order to realise a powerful vision for Bolton, a new strategy needed to be set and developed over a 10 to 15 year period. The document replaces the former Community Strategy, Bolton: Our Vision 2012-15.

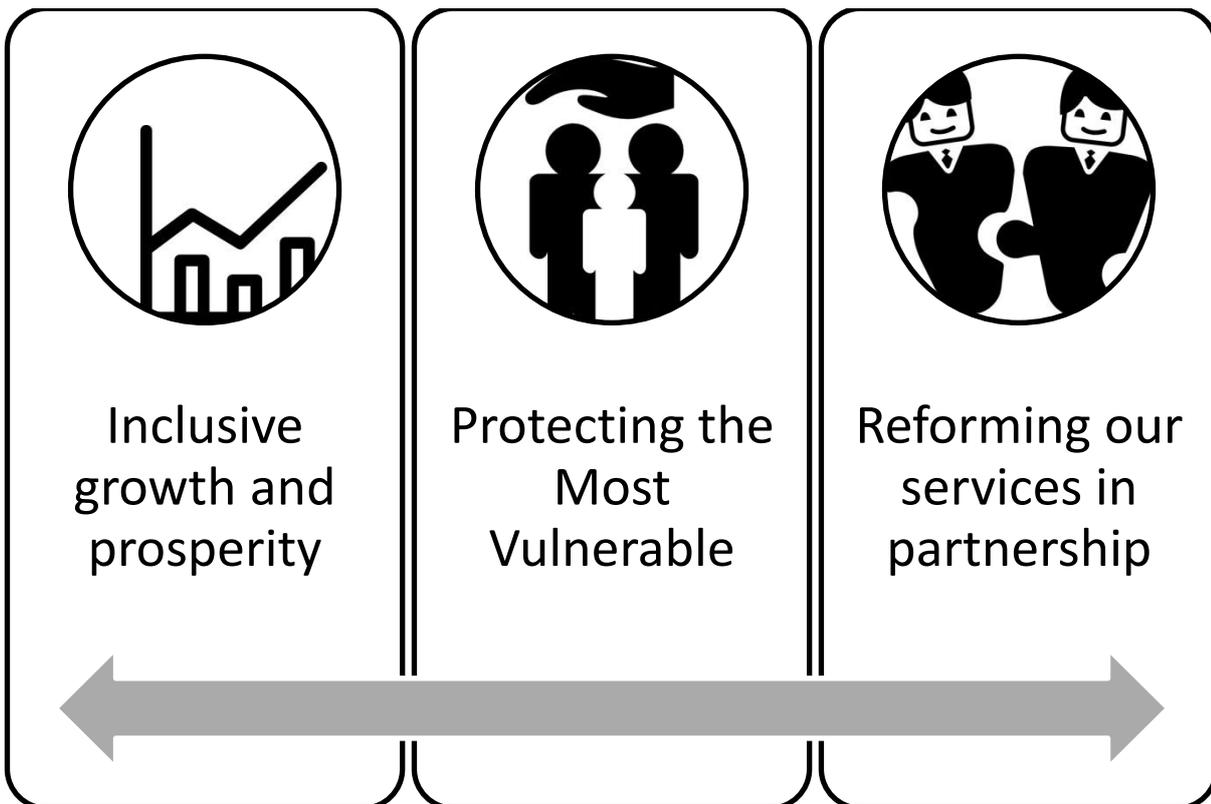
The overall Vision for the strategy is:

Bolton will be a vibrant place built on strong communities, successful businesses and healthy, engaged residents. It will be a welcoming place where people choose to study, work, invest and put down roots.

“Active, connected & prosperous”

We have developed three ‘Guiding Principles’ which apply across the whole of the Community Strategy:

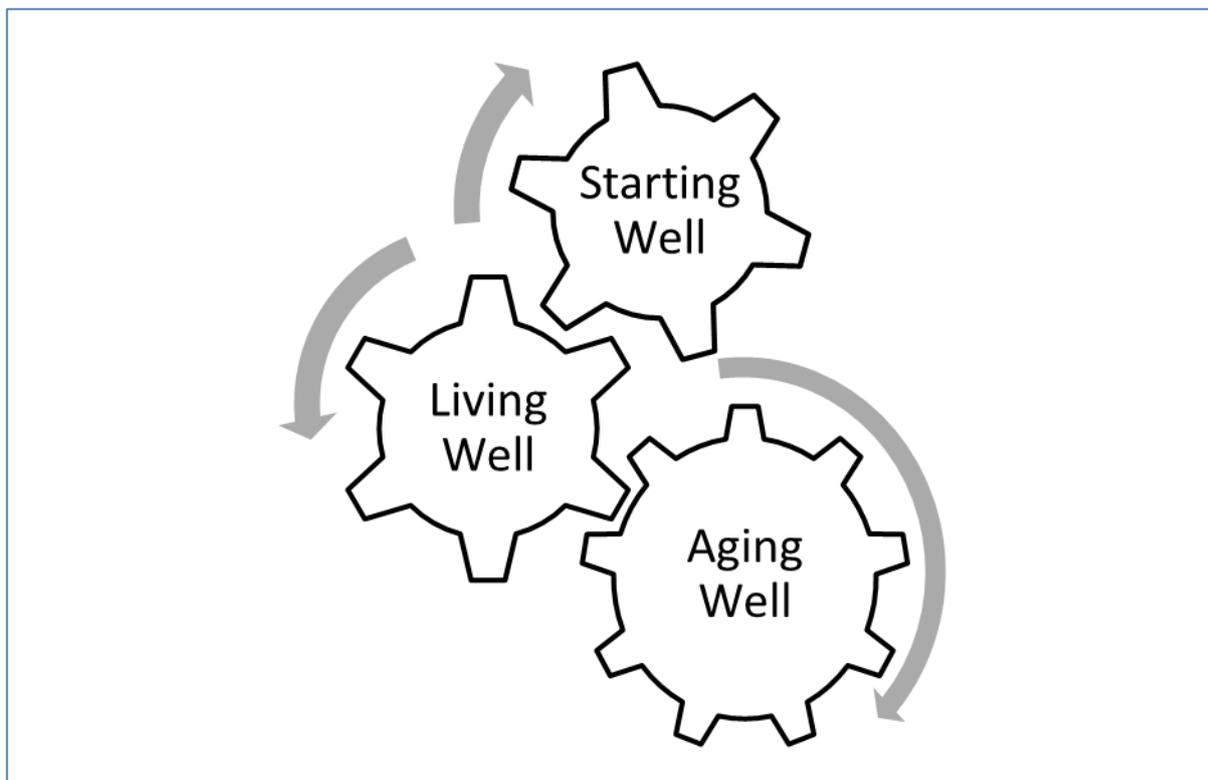
- Inclusive growth and prosperity
- Protecting the most vulnerable
- Reforming our services in partnership



There three specific People Themes and 8 People Priorities, which cover the whole of the life course for children, young people, adults and older people in Bolton:

People Themes:

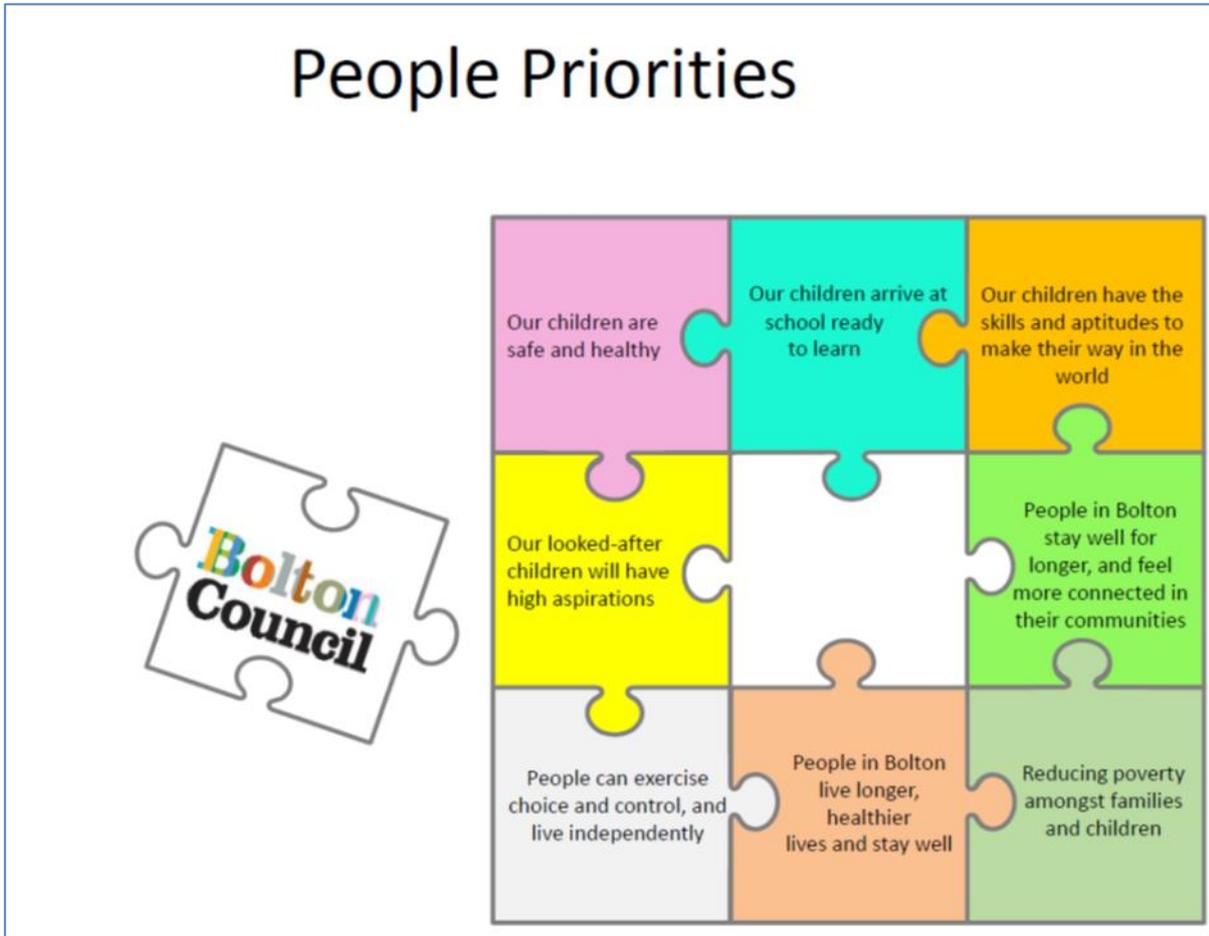
- Starting Well
- Living Well
- Ageing Well



People Priorities:

- Priority 1: Our children are safe and healthy, with opportunities to take part in activities which support their wellbeing
- Priority 2: Our children arrive at school ready to learn and develop
- Priority 3: Our children have the skills and aptitudes to make their way in the world
- Priority 4: Our looked-after children will have high aspirations and achieve their potential
- Priority 5: People in Bolton stay well for longer, and feel more connected in their communities
- Priority 6: People can exercise choice and control, and live independently
- Priority 7: People in Bolton live longer, healthier lives and stay well
- Priority 8: Reducing poverty amongst families and children by removing barriers to work, increasing job opportunities and improving skills and productivity

People Priorities



This Strategic Plan sets out how the plans that the People Services Department has in place to contribute to the delivery of the Bolton Vision.

2. What's our ambition?

For each of the People Priorities we have a clear ambition which describes what we want to achieve for the children, young people, adults and older people in Bolton.

Priority 1: Our children are safe and healthy, with opportunities to take part in activities which support their wellbeing

Every child and young person in Bolton deserves to feel safe, protected from neglect and harm and have the best possible chance in life. We all play a part in making this happen.

Good physical mental and emotional health is not only a key outcome in its own right, but has a crucial influence on each child's future. A healthy start in life and acquiring healthy lifestyle habits also help to minimise the risk of acute and chronic conditions in adulthood. Tackling childhood obesity, for instance, helps head off later problems such as asthma, diabetes, cardio-vascular disease and some cancers.

1. What will we do?

- 1.1. We will redesign our public health services for children and young people aged 0-19 in line with the Greater Manchester Early Years Delivery Model to develop a more integrated and holistic service to meet the needs of children and families. We will ensure that services are systematically planned and delivered to provide a continuum of support based on the principles of early help and the earliest possible intervention, with increased intensity of support offered according to need. We will continue to invest in excellent Community Public Health Nursing services; working with families in the home or community settings to build on strengths and improve parenting confidence.
- 1.2. We will redesign our Early Help offer for all Bolton's citizens to deliver a coherent and co-ordinated system that takes action as soon as possible; tackling problems before they become more difficult to reverse. We will design Early Help that works in partnership with those who are running into difficulty to get to the root cause of the matter, prevents escalation and promotes independence and social inclusion. Our approach will be multi-agency, multilevel and holistic. Bolton's Early Help offer will be People focused and Place based; with integrated services delivered in the best settings to meet the needs of Bolton citizens.
- 1.3. We will use common assessment tools where there are concerns and provide timely interventions where families are struggling. Targeted interventions will be made for high priority groups of vulnerable children, including children at risk or experiencing child sexual exploitation, those with complex safeguarding issues, children with disabilities, children and young people at risk of offending or young offenders, young carers and those being privately fostered.
- 1.4. We will improve the quality and sustainability of youth provision for children and young people across the borough.
- 1.5. We will make sure that intervention thresholds are well understood across services and there is a thorough understanding of management of risk to individuals and groups of children.
- 1.6. We will remodel our Safeguarding Service to enable case management and court work to be better managed and services to be improved.
- 1.7. We will review Early Help processes and Integrated Working arrangements including Family Support, Targeted Youth Support, Family First and the role of schools.
- 1.8. We will continue to develop the Multi-Agency Screening, Safeguarding Service including a review of the approach to Early Help.
- 1.9. We will ensure statutory compliance by reviewing the quality of statutory visits and the implementing a Statutory Visits Dashboard to establish weekly monitoring by managers.
- 1.10. We will review current Local Safeguarding Children's Board structures and improve partnership engagement in multi-agency approaches identifying opportunities to integrate priorities and streamline work areas across those agencies and partnerships working with vulnerable children and adults.

How will we know if it's working?

- We will have closed the gap in infant mortality rates between Bolton and the England average.
- Bolton currently has a greater proportion of low birthweight births than is average for both England and the North West region. We aim to close that gap.
- Fewer under 18 year olds will be admitted to hospital due to unintentional injuries.
- We will have an enhanced Early Help offer in Bolton with a consistent approach across all agencies to using preventative processes.

Priority 2: Our children arrive at school ready to learn and develop

Our ambition for this priority is to ensure that every child in Bolton has the emotional and social skills and levels of development which will allow them to start school ready to learn, thrive and be happy. It also focuses on services that help families to find the right support at the right time, throughout childhood.

Early childhood is a crucial stage of life in terms of a child's physical, intellectual, emotional and social development. Growth of mental and physical abilities progress at an astounding rate and a very high proportion of learning takes place from birth to age five. There is a wealth of evidence showing that high quality early education leads to improved future academic attainment, productivity, and levels of employment.

2. What will we do?

- 2.1. We will make it easy for families to find the right help and support, at the right time, delivered by the most appropriate agency. We will target support at hard to reach groups and vulnerable families where we can have the biggest impact. The need for additional support or intervention will be identified early via Early Help processes.
- 2.2. We will work with partners to deliver the school readiness strategy to improve the proportion of children achieving a good level of development at Early Years Foundation Stage Profile.
- 2.3. In conjunction with the redesigned 0-19 service, we will implement the Starting Well Strategy in Bolton and the Early Years reforms including the development of a sustainable model for nursery schools. Our vision is to move towards integrated Start Well service delivery through locality hubs, link sites and local community venues – with co-location of Local Authority, Early Education, Speech and Language, Health Visiting and Midwifery services.

How will we know if it's working?

- We will see overall improvements in maternal health, child health, parenting skills and child development in Bolton.
- We will have made a difference if we can continue to increase the proportion of children who, when assessed at primary school, are deemed to have achieved a good level of development.
- We will have maintained Bolton's level of child obesity at the end of primary education at below 20% and in line with the England average.

Priority 3: Our children have the skills and aptitudes to make their way in the world

We want our children and young people to have the skills, aptitudes, drive and resilience which will allow them to find their place in the world and build fulfilling, happy lives. We want them to make informed choices which will help them to stay safe and be healthy. We need our children to be educated in good schools, and equipped with the qualifications which they will need to secure modern jobs.

3. What will we do?

- 3.1. We will support schools that are currently not good, or vulnerable to becoming not good, to get to good.
- 3.2. We will prioritise resources to support schools to raise outcomes for pupils.
- 3.3. We will ensure school capacity meets demand for school places.

- 3.4. We will prioritise resources to promote positive behaviour, regular attendance and the wellbeing of Bolton's school pupils.
- 3.5. We will maintain our capacity through trading high quality services.
- 3.6. We will ensure all SEND pupils can access their entitlement to services, make progress and achieve their potential.
- 3.7. We will maintain and develop strategic educational partnerships.
- 3.8. Special Educational Needs and Disabilities (SEND) in children and young people will be identified and addressed in a timely manner so that they are able to learn and develop in an appropriate setting. We will improve outcomes in this area including the full implementation of EHCPs.
- 3.9. We will review the SEND High Needs Block, with a focus on provision for 19-25 year olds, to establish a clear understanding of spend in this area and to identify potential savings.

We will design and deliver a new service model and pathways for young people who transition to adult services, to improve outcomes and consistent planning for young people **How will we know if it's working?**

- We will have continued to increase the proportion of Bolton's school pupils achieving the expected standard at the end of their compulsory school education.
- Ofsted inspects the quality of schools and academies and awards grades based on their overall effectiveness. Currently 93% of primary schools and academies and 82% of secondary schools are judged to be either good or outstanding. We expect all Bolton schools and academies to be good or outstanding by 2030.
- There will be a reduction in the number of children missing education and the rate of primary school children persistently absent from schools.
- 4.8% of young people in Bolton are currently not in education, employment or training. We will have made a difference if we can reduce this to the national average of 4.2% by 2021.
- All young people known to services approaching transition will have a transition plan in place at least 6 months before turn 18
- Reduced high cost crisis placements at the point of transition
- Market shaping for the needs of transition are planned and support young people's needs in Bolton, with reduced out of area placements.

Priority 4: Our looked-after children will have high aspirations and achieve their potential

We want to improve outcomes for our looked-after children and young people, so that they are enabled to achieve, make a positive contribution and are offered the opportunity to secure their future economic wellbeing.

A good standard of education is a key driver towards achieving positive employment outcomes in adulthood. However, there remains a significant gap between the educational achievements of care leavers and their peers.

4. What will we do?

- 4.1. We will review the commissioning and oversight of Placement Agreements in out of borough placements whilst reviewing residential provision within the Borough including a refresh of our sufficiency policy.
- 4.2. We will review the operations of our Resource Management Panel to ensure outcomes for children are clear and robustly scrutinised.
- 4.3. We will improve procedures to ensure that adoption is timely where it is the best option for permanence.

4.4. We will increase the number of stable local placements for fostered Looked After Children.

How will we know if it's working?

- We will have made a difference if we can increase the proportion of young people aged 19-21 who had previously been looked after in Bolton who are in education, employment or training to at least in line with the England average.
- In 2015, 11% of young people aged 19-21 who had previously been looked after in Bolton were in higher education. This placed Bolton in the top 10% of all local authorities in England and we will aim to maintain this position.
- An Increase in appropriate provision in Borough and improved oversight of out of borough placements.
- Lower caseloads resulting in improved service provision for those remaining Looked After, more capacity for Social Workers to do the job they need to do to improve outcomes for those Looked After and those leaving care.

Priority 5: People in Bolton stay well for longer, and feel more connected in their communities

We want people in Bolton to stay active and well for longer, and to be valued and respected for the contributions they can make to our communities.

We want people who require care and support to be able to access it closer to home and we want to work with communities to encourage them to take ownership of local assets and be involved in the design and delivery of services. We need to tap into their skills, knowledge and experience to enrich their lives and the lives of their communities.

5. What will we do?

- 5.1. We will have a new approach to Bolton's JSNA, developing a new user-friendly platform and maximising the opportunities presented by the use of open data.
- 5.2. We will provide system wide leadership for Population Health & Prevention; working in partnership across the public and voluntary sectors to deliver a culture change around healthy living and a shift from promotion of care to promotion of wellness in order to improve the health and wellbeing of all citizens.
- 5.3. We will involve service users and carers in the development of care plans which are person-centred, strengths-based and outcomes-focused.
- 5.4. We will develop social prescribing services which provide alternative interventions designed to promote health and wellbeing either alongside; or instead of, traditional health interventions, supported by a network of Community Asset Navigators and Community Asset Builders.
- 5.5. We will continue to improve person centred approaches throughout practice and planning and the development of integrated neighbourhoods for health and social care, building on personal strengths and community assets. We'll ensure information and advice has a locality focus to enable people to access care and support closer to home, including the voluntary sector.

How will we know if it's working?

- We will have made a difference if we have reduced the gap in healthy life expectancy.
- There will be an increase in the number of communities taking on co-design and delivery of services and community ownership and fewer formal assets owned by public organisations.

Priority 6: People can exercise choice and control, and live independently

This priority focuses on services that increase independence and help people to be in control of their lives and live independently for as long as they wish. There are several specific areas where this is important, including people with special educational needs and/or disabilities, older people, people experiencing mental health issues and their carers.

6. What will we do?

- 6.1. Move towards a Strategic Commissioning Function (SCF) over the next 2 years to bring together CCG and Council skills and resources, to set outcomes for Bolton people and pool resources to support integrated neighbourhood delivery models.
- 6.2. Develop a Strategic Commissioning Function and an Integrated Care Partnership to progress the integration of health and social care for commissioning and provision to improve the experience, outcomes and sustainability of the system
- 6.3. Deliver a high quality and effective integrated health and social care system to provide admission avoidance, safe and timely transfers of care for hospital discharge, and intermediate care enabling people to regain independence and return home wherever possible
- 6.4. We will review and continually improve our multi-agency response to safeguarding within the MASSS, focussing on consistent and effective practice that is outcome focussed and personal.
- 6.5. We will continue to deliver high quality Re-ablement and Intermediate Care Services focused on helping people regain their independence and connection to communities, with new models of care to support Think Home First and discharge to assess.
- 6.6. We will drive up the quality of the care market to ensure customers are able to access high quality care services that provide safe care by working in partnership with the providers whilst deploying the resources of the public sector to help services become, safer, higher quality and more effective.
- 6.7. We will listen to children and people with special education needs and/or disabilities to understand their aspirations, and the support they need to be able to access education, social care, volunteering and employment opportunities.
- 6.8. We will produce a 5 year commissioning plan based on the NW predictive modelling for people with learning disabilities and autism
- 6.9. We will Develop a quality assurance and improvement framework for the Children's market

How will we know if it's working?

- The rate of CQC-registered social care services rated good or better will continue to increase.
- Fewer people, especially older residents, will be injured because they have fallen over.
- There will be fewer delayed discharges, a reduction in unnecessary hospital admissions and fewer hospital re-admissions.
- More people will be supported to live in their own homes for longer
- More people will be supported to access alternatives to formal social care
- Reduce number of people moving into long term care from hospital or Intermediate Care.
- Transforming care ambitions will be delivered and all Bolton people will be resettled back to the borough with the right care and support
- We will have ensured that people are away from home as short a time as possible when they become unwell
- Just enough care will reduce unnecessary high cost packages and out of area placements

- There will be an improvement in the timeliness and support for people taking personal budgets.

Priority 7: People in Bolton live longer, healthier lives and stay well

The aim of this priority is to develop services that enable everyone in Bolton to live longer, healthier lives. To achieve this we need to change health and care so we spend less on hospital care, and more in the community and focus on helping those who have the greatest need for extra help and support, to stay healthy and independent.

We will also offer more support to people who are at risk of health problems, before they become ill. We will support people to make positive, informed choices about their health and wellbeing, and to increase their levels of activity. We'll make it easy for people to get active and stay active.

7. What will we do?

- 7.1. We will protect the health and wellbeing of Bolton people, by working in partnership with Public Health England and other key partners to identify and control infectious diseases and other hazards to health.
- 7.2. We will develop and deliver a local drug and alcohol action plan, based on the Greater Manchester Strategy.
- 7.3. Further develop the early intervention and staying well offer as an integrated prevention workforce with CVS and primary care.
- 7.4. We will continue to deliver a strong preventative offer for older adults, person-centred and goal-driven, connecting adults with universal services and those provided by the voluntary sector to stay happy, healthy and well.
- 7.5. We will also support the development of an emerging preventative services market in the borough, encouraging innovation through expansion of technology-enabled care, and publish commissioning strategies around Integrated Care and Technology Enabled Care.
- 7.6. We will continue to ensure a range of support services that are available to combat homelessness, domestic violence and poverty by working in partnership with housing providers and the voluntary sector.
- 7.7. We will work in partnership to influence a culture change around healthy living through better education and help services make the shift from promotion of care to promotion of wellness.
- 7.8. We will develop a Memory Assessment Service which offers post-diagnostic support, information and advice on health and wellbeing to those receiving mental health services. We will develop an All-Age Urgent Care service for Mental Health and improved systems, standards and commissioning for Deprivation of Liberty Safeguards.
- 7.9. We will roll out the 24 hour response including a review Crisis Care and Emergency Duty Team provision.
- 7.10. We will develop a strategy which ensures services are contributing to national targets around increasing physical activity in Bolton for people of all ages.

How will we know if it's working?

- There we will fewer permanent admissions to residential and nursing care homes.
- A higher proportion of older people will remain at home following discharge from hospital into reablement services.
- Improved service and reduced waiting times for young people in mental health crisis.
- Fewer people will harm themselves or commit suicide.

- We will have increased the proportion of adults in Bolton who take part in sport and physical activity at least twice per month.

Priority 8: Reducing poverty amongst families and children by removing barriers to work, increasing job opportunities and improving skills and productivity

We want to reduce poverty amongst families and children.

8. What will we do?

- 8.1. We will increase take up of 2 year old funded early education.
- 8.2. We will promote health and social care as attractive career choices, creating care career pathways linked to new models of care and attracting inward investment to support improvements.
- 8.3. We will improve the supported employment opportunities for people with Learning Disabilities

How will we know if it's working?

- We will have made a difference if fewer children in Bolton are living in low-income families.
- The achievement gap at age 19 between those who were entitled to Free School Meals at school and those not will be reduced.
- We will have increased the take-up of funded early education places for 2, 3 and 4 year olds to increase their school readiness and enable their parents to return to work.
- Fewer children and young people will be not in education, employment or training (NEET).
- There will be a greater proportion of adults with learning disabilities in paid employment.
- Retention rates will increase and use of agency staff decrease across the local health and social care sector.

3. Cross-cutting issues

What are the big strategic issues which are currently affecting and will affect the Department and partners?

- Resource pressures meaning that it's crucial that the authority and partners make the right intervention at the right time.
- Strategic Commissioning Function (SCF) and Integrated Care Organisation (ICO)
- Pooling Budgets
- Integrated Decision Making
- Integrating Delivery
- Drive to improve outcomes for children who receive safeguarding interventions
- Increasing numbers of looked after children
- Drive to improve outcomes for looked after children
- Reducing Poverty
- In addition to supporting children already in poverty, we will tackle the underlying causes and perpetuating factors leading to inter-generational cycles of child poverty.
- Raising aspirations, improving educational attainment and levels of key skills;
- Improving child, maternal and adult health;
- Improving access to resources will all help to break the poverty cycle;

- We will implement a workforce plan at Greater Manchester level which seeks to tackle the barriers that prevent people entering the social care profession.

9. What are we going to do to overcome these challenges? (Our Programme for Change)

- 9.1. Be digital by default – implementing our Digital Programme to ensure that our ways of working across the department are fit for purpose.
- 9.2. Maximise our asset base by ensuring we are utilising accommodation and other physical assets effectively for the greatest impact.
- 9.3. Engage with communities – to understand their needs, empower them, and stimulate behaviour change (in services, as well as communities)
- 9.4. Deliver efficiently and sustainably –improve and redesign services whilst ensuring we rebalance our finances to manage demand, reduce costs and maximise income
- 9.5. Reform our workforce, with a focus on recruitment and retention, providing them with the support they need to understand the changes we are going through, and enabling them to be active and engaged in delivering the change.
- 9.6. Recommissioning and decommissioning of services based on evidence of impact



How will we get there?

Within the People Services Department we have a robust performance management framework which aligns the priorities set out in this plan to the operational performance of our services. This will ensure all who come into contact with People Services have the highest quality experience. It aims to provide insight in to the experience of the service users in order to improve experience and outcomes. The framework supports the journey of continuous improvement, self-assessment and learning.

Scope of the framework

- Performance Monitoring, Management activity and governance arrangements
- Links to the quality assurance cycle, governance and reporting arrangements for Children's and Adults Social Care

The Performance Framework and audit activity set out in this document sit alongside the following activities which link together via monthly Assistant Director Service Manager Meetings to provide management and leadership with the analysis and intelligence required to improve services:

- Quarterly reporting to Elected Members
- Monthly Performance Scorecards
- Assistant Director Service Plans
- Annual Children's Peer Challenge Self-View
- Adults Social Care Risk Awareness Self-Assessment Tool
- Adults Social Care Local Account

The performance framework supports all services across;

- Education and Learning
- Staying Safe
- Care Management and Provider Services
- Integration and Provider Services
- Performance, Planning and Resources
- Public Health

Quality Assurance

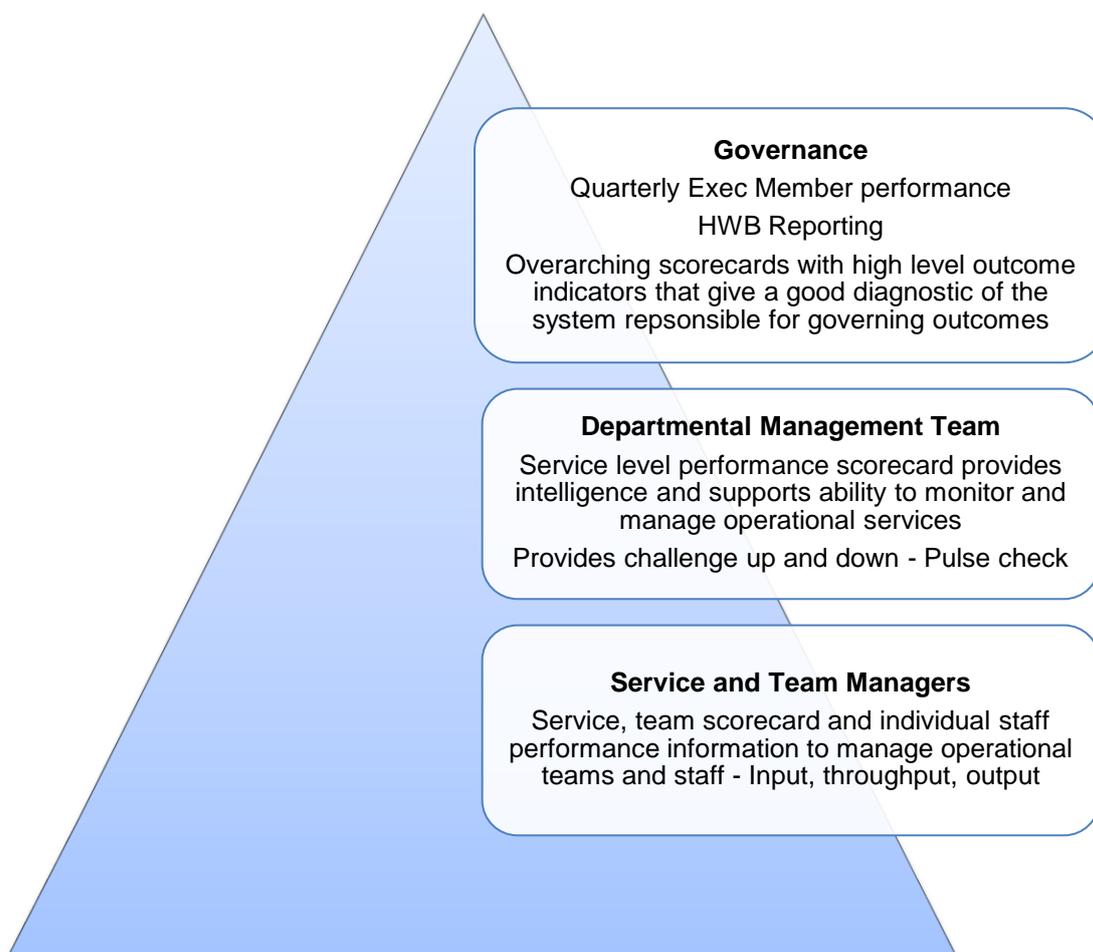
Quality assurance activity will be coordinated in Assistant Director Service Manager Meetings. This will include;

- Coordinating a process for quality audits
- Ensuring findings are reviewed by the management team and fed into performance dashboards and departmental quality assurance reporting
- Ensuring resulting improvement is documented in Assistant Director Service Plans.

Performance Monitoring and Management

Routine analysis of performance data will take place daily, weekly and monthly across the service. Good performance will be highlighted as well as areas where performance requires improvement

People Services will have a tiered approach to performance management information which ensures that use of information is effective, appropriate and proportionate to the purpose it is being used for:



The Policy, Strategy and Partnerships Team within People Services will produce all scorecards and detailed performance management information. This will be sourced from electronic case management systems (unless agreed otherwise by the Assistant Director). The team will provide analysis of the information for leaders, service and team managers. Where possible this will be provided via electronic dashboards directly linked to information systems.

Service and Team Managers will be expected to attend relevant meetings and be able to talk about their understanding of latest performance. Service and Team Managers will be expected to take an active role in ensuring data is recorded correctly and appropriately within electronic records. Where data and analysis of the data indicates a concern or an area that further intelligence or factual evidence is required, analysis of the scorecard data can and should be used to trigger any combination of the following to provide further evidence and assurance.

- Further detailed data analysis
- Dip sampling
- Quality Case File Auditing
- Internal review
- Independent review

All intelligence will be reported to and streamed through the Assistant Director Management Teams who will agree further recommendations and actions.

Team meetings, Personal Development and Supervision

Team meetings will be held monthly and performance will be a standing agenda item. Personal Development Reviews will be completed by all staff at least annually. Supervision for all staff will be held monthly with their line manager. Notes will be recorded in the People Services Supervision Template.

Governance Framework

